

Local Authority Revenue Expenditure and Financing: 2018-19 Final Outturn, England

Service Expenditure

- Local authorities' Total Service Expenditure was £91.4 billion in 2018-19.
- The Total Service Expenditure excluding Education Services was £59.2 billion in 2018-19. This was 0.9% higher than in 2017-18 when adjusted for inflation, or 2.9% higher in cash terms.
- The categories of service with the largest increases (not adjusted for inflation) in expenditure were:
 - Adult Social Care, up by £746 million (+4.9%) from 2017-18 to £16.1 billion in 2018-19, and
 - Children's Social Care, up by £542 million (+6.1%) from 2017-18 to £9.4 billion in 2018-19.

Revenue Expenditure

• The broader measure of local authority Revenue Expenditure (see Definitions section) totalled £94.2 billion across all local authorities in England in 2018-19. This was 1.2% higher in cash terms than in 2017-18, and 0.7% lower than 2017-18 when adjusted for inflation.

Reserves

 Local authorities' total revenue account reserves increased during 2018-19. Excluding the Greater London Authority, there was a net addition to reserves of +£1.1bn, up from the net addition of +£632 million in 2017-18.



Local Government Finance *Statistical Release*

14 November 2019

Introduction	2
Local Authority	
Expenditure	3
Revenue Expenditure	
Financing	9
Local Authority Financial	
Reserves	12
Accompanying tables	14
Definitions	15
Technical notes	18
Data Quality	18
Enquiries	24

Responsible Statistician: Gavin Sayer

Statistical enquiries:

0303 444 2818 <u>lgf1.revenue@communities.gov.</u> <u>uk</u> **Media Enquiries:** 0303 444 1209 <u>NewsDesk@communities.gov.u</u> k

Date of next publication: August 2020 (provisional 2019-20)

Introduction

This Statistical Release, and all the associated tables, present National Statistics on final data for revenue expenditure for local authorities in England for the financial year 2018-19. This statistical release and the accompanying tables are an update to the data published in the Provisional Revenue Outturn release on 22 August 2019. This release is based on data from all 443 local authorities in England in 2018-19, whereas the *provisional* release in August included imputed values for the five local authorities which had still not provided data at that point. The revisions between provisional and final reflect updates from local authorities, typically in response to further examination of their data. The change to national totals compared to the *provisional* release in August is small. The tables that accompany this release also include the most detailed categories of expenditure.

Local government expenditure accounts for over a fifth of all government spending and the majority of this is shown in local authorities' revenue accounts. The release also presents the main sources of income available to local authorities to finance this expenditure. Broadly, these sources include the central government grants and funding they receive, the business rates authorities retain and council tax.

All the data in the release is compiled from the Ministry of Housing, Communities and Local Government Revenue Outturn (RO) returns submitted by all local authorities in England. Coverage includes but is not limited to local councils which are of the following types: London Boroughs, Metropolitan Districts, Shire Counties, Shire Districts and Unitary Authorities. The returns also cover other authority types such as Police and Crime Commissioners, Fire Authorities, Waste Authorities, Combined Authorities, Park Authorities and the Greater London Authority.

Key contextual information

Functions and responsibilities of local government can change year on year so comparisons between financial years may potentially not be wholly valid, but where major changes occur these will be highlighted in the release.

Figures in this report and the associated tables are collected and reported as **net current expenditure figures**. So, for example, a decrease may be driven by decreases in expenditure or increases in income within the service area.

Definitions of terms used in this release can be found from page 14. The full data collection forms and guidance notes can be found in the forms section of our website.

Local Authority Expenditure

The majority of local authority spend is on providing services, the sum of spend of which is '**Total Service Expenditure**'.

'Revenue Expenditure' also accounts for any costs which do not fall wholly within the financial year but which are charged to the year's account. The majority of these costs relate to repayment and management of debt, financing capital and grants authorities receive on behalf of a third party.

Tables 1a and 1b below provide a summary of the key expenditure lines for all authorities in England for the last five years in cash terms and adjusted for inflation respectively.

million - cash terms ^(b)									
	2014-15		2015-16		2016-17		2017-18		2018-19
Education ^(c)	34,477	II	34,136	I	33,382	II	32,265	I	32,233
Highways and transport	4,537		4,331		4,013		3,997		3,857
Social care ^(d)	22,587		22,702		23,390		24,164		25,452
of which: Children's Social Care	8,091		8,303		8,476		8,834		9,375
Public Health ^(e)	2,737	Ш	3,152	Ш	3,480		3,365		3,278
Housing (excluding Housing Revenue Account)	1,852		1,608		1,508		1,536		1,673
Cultural, environmental and planning	8,915		8,698		8,445		8,293		8,435
Police	10,889		10,932		11,050		11,165		11,426
Fire & rescue	2,045		1,984		1,961		1,972		2,005
Central services	3,068		3,022		3,159		3,065		3,011
Other Services	92		70		56		-19		48
Fotal Service Expenditure	91,199	II	90,634	II	90,444	II	89,803	I	91,417
% Difference Year-on-year	-0.7%		-0.6%		-0.2%		-0.7%		1.8%
Fotal Service Expenditure	56,721	I	56,498	I	57,061		57,538		59,183
excluding Education ^(f)	1.4%		-0.4%		1.0%		0.8%		2.9%
Fotal Service Expenditure	53,985		53,346		53,581		54,173		55,905
excluding Education & Public Health ^(f)	1.1%		-1.2%		0.4%		1.1%		3.2%
Revenue Expenditure	95,943	II	94,529	I	93,567	II	93,104	I	94,226
% Difference Year-on-year	-0.5%		-1.5%		-1.0%		-0.5%		1.2%

Source: Revenue Outturn returns from England local authorities

(a) Other income includes, for example, significant funding for Adult Social Care from the NHS such as via Better Care Fund pooled budgets.

(b) These figures are presented in cash terms and as such are not adjusted for inflation.

(c) Expenditure on education services is not comparable between years due to a number of schools changing their status to become academies, which are centrally funded rather than funded through local authorities.

(d) Adult Social Care is not show n separately since figures are available in NHS Digital's Adult Social Care - Activity and Finance Report, without the exclusions noted (https://digital.nhs.uk/data-and-information/publications/statistical/adult-social-care-activity-and-finance-report/2018-19 published 22 October 2019).

(e) Responsibility and funding for Children's public health transferred to local authorities on 1 October 2015.

(f) Education and public health spend are excluded to provide a fairer year-on-year comparison. In the case of education services spend by local authorities, this is not comparable over time due to schools converting to academies and thus becoming directly funded. As noted, there were changes in responsibility for Public Health over the period.

Table 1b. Service expenditure net of sales, fees and charges and of other income	^(a) , 2014-15 to 2018-19 (real terms)
--	--

£ million - adjusted for inflation, in 2018-19 prices ^(b)

inninon - aujusted for innation, in 2010-19 prices	2014-15		2015-16		2016-17		2017-18		2018-19
Education ^(c)	36,885	II	36,208	II	34,590	I	32,876	I	32,233
Highways and transport	4,854		4,594		4,158		4,073		3,857
Social care ^(d)	24,165		24,080		24,236		24,622		25,452
of which: Children's Social Care	8,656		8,806		8,783		9,001		9,375
Public Health ^(e)	2,928	I	3,343	Ш	3,606		3,429		3,278
Housing (excluding Housing Revenue Account)	1,981		1,706		1,563		1,565		1,673
Cultural, environmental and planning	9,537		9,226		8,750		8,450		8,435
Police	11,649		11,596		11,449		11,376		11,426
Fire & rescue	2,188		2,104		2,032		2,010		2,005
Central services	3,282		3,205		3,273		3,124		3,011
Other Services	98		74		58		-20		48
Total Service Expenditure	97,567	I	96,135	Ш	93,715	I	91,506	I	91,417
% Difference Year-on-year	-2.0%		-1.5%		-2.5%		-2.4%		-0.1%
Total Service Expenditure	60,683	I	59,927	I	59,125		58,629		59,183
excluding Education ^(f)	0.0%		-1.2%		-1.3%		-0.8%		0.9%
Total Service Expenditure	57,755		56,584		55,519		55,200		55,90
excluding Education & Public Health ^(f)	-0.3%		-2.0%		-1.9%		-0.6%		1.3%
Revenue Expenditure	102,643	I	100,267	Ш	96,951	I	94,869	I	94,226
% Difference Year-on-year	-1.9%		-2.3%		-3.3%		-2.1%		-0.7%

Source: Revenue Outturn returns from England local authorities

(a) Other income includes, for example, significant funding for Adult Social Care from the NHS such as via Better Care Fund pooled budgets.

(b) All figures have been adjusted for inflation using the GDP deflator: www.gov.uk/government/collections/gdp-deflators-at-market-prices-and-money-gdp (as updated 30 September 2019).

(c) Expenditure on education services is not comparable between years due to a number of schools changing their status to become academies, which are centrally funded rather than funded through local authorities.

(d) Adult Social Care is not show n separately since figures are available in NHS Digital's Adult Social Care - Activity and Finance Report, without the exclusions noted (https://digital.nhs.uk/data-and-information/publications/statistical/adult-social-care-activity-and-finance-report/2018-19 published 22 October 2019).

(e) Responsibility and funding for Children's public health transferred to local authorities on 1 October 2015.

(f) Education and public health spend are excluded to provide a fairer year-on-year comparison. In the case of education services spend by local authorities, this is not comparable over time due to schools converting to academies and thus becoming directly funded. As noted, there were changes in responsibility for Public Health over the period.

Expenditure by service

Service expenditure is classified under twelve main categories of service type, such as Education, Adult Social Care and Public Health, and an 'Other services' category catching all expenditure that authorities are unable to allocate to specific areas.

Expenditure by local authorities on Education has decreased over recent years largely due to the ongoing change in status of local authority schools to centrally funded academies. As such, these figures are not comparable over time. Public Health expenditure also changed in scope during 2015-16.

Consequently, excluding Education, or if prior to 2016-17 also excluding Public Health, from Total Service Expenditure provides a fairer year-on-year comparison.

Total Service Expenditure in 2018-19 excluding Education Services was 2.9% higher in cash terms compared to 2017-18, and 0.9% higher than 2017-18 in real terms.

4 Revenue Expenditure and Financing, 2018-19 Final Outturn, Statistical Release

Tables 1a and 1b show Total Service Expenditure and Revenue Expenditure since 2014-15. In 2018-19, Total Service Expenditure for all local authorities in England was \pounds 91.4 billion, an increase of \pounds 1.6 billion (+1.8%) in cash terms, and very slightly lower (-0.1%) in real terms compared to 2017-18. Caution is appropriate when comparing figures across years for the reasons noted.

Table 2 provides a more detailed breakdown of the components of each expenditure category for all local authorities in England for provisional and final 2018-19 figures compared to 2017-18 final outturn. The table shows that the changes to the England totals for final 2018-19 data compared to those published in the provisional 2018-19 release are small. These revisions reflect updates and corrections.

The largest components of change in service expenditure (not adjusted for inflation) from 2017-18 to 2018-19 were as follows:

- i) Adult Social Care +£746 million (+4.9%) to £16.1 billion,
- ii) Children's services +£542 million (+6.1%) to £9.4 billion,
- iii) Police Services +£261 million (+2.3%) to £11.4 billion,
- iv) Housing Services +£137 million (+8.9%) due to higher spend on homelessness (see table 2).

Note on overall estimate of public spending on Adult Social Care

The figures in this publication are net of sales, fees and charges, and net of Other Income. Other Income includes, for example, significant funding for Adult Social Care from the NHS such as via Better Care Fund pooled budgets.

To reflect the full extent of public expenditure on Adult Social Care, it is necessary to consider funding from the NHS in addition to net current expenditure by local authorities.

Table 4 in Annex B of NHS Digital's <u>Adult Social Care Activity and Finance Report 2018-19</u> (published 22 October 2019) shows net current expenditure as reported in its Adult Social Care Financial Returns from local authority social service departments, alongside the planned £2.1 billion <u>Better Care Fund</u> (BCF) expenditure on adult social care reported in BCF plans for 2018-19. This £2.1 billion should be added to local authorities' net current expenditure on adult social care to give the best estimate of total government net current expenditure on adult social care.

The majority of these funds are transferred to local authorities. Correspondingly, these are recorded as 'other income' in the returns to MHCLG. They are therefore reflected within total (i.e. gross) expenditure (in the RSX individual table), but not within net current expenditure. The remainder of the Better Care Fund planned expenditure is for social care activities delivered by other providers.

	Net current ^(a) expenditure 2017-18	Net current ^(a) expenditure 2018-19	Net current ^(a) expenditure 2018-19 final	Change between 2017-18 and	Change between 2017-18 and
	final £m	<i>provisional</i> £m	£m	2018-19 final £m	2018-19 final %
Education services	32,265	32,229	32,233	-31	-0.1
Highways and transport services	3,997	3,854	3,857	-140	-3.5
Children's Social Care services	8,834	9,348	9,375	542	6.1
Adult Social Care services	15,330	16,113	16,076	746	4.9
Public Health services	3,365	3,284	3,278	-87	-2.6
Housing services (excluding Housing Revenue Account)	1,536	1,675	1,673	137	8.9
including:					
Homelessness: Prevention	79	113	117	38	47.5
Homelessness: all other	437	546	547	110	25.0
Cultural services	2,222	2,202	2,201	-21	-1.0
Environmental services	4,890	5,012	5,008	118	2.4
Planning and development services	1,181	1,186	1,226	46	3.9
Police services	11,165	11,426	11,426	261	2.3
Fire and rescue services	1,972	2,005	2,005	32	1.6
Central services	3,065	3,006	3,011	-55	-1.8
Other Services	-19	58	48	67	-344.3
Total Service Expenditure	89,803	91,396	91,417	1,614	1.8
plus precepts, levies, trading accounts and adjustments					
Housing Benefits	19,177	17,808	17,833	-1,344	-7.0
Parish Precepts	485	517	517	32	6.7
Levies	89	68	83	-6	-6.3
Precepts, levies, trading account movments and adjustments	126	132	95	-31	-24.7
Trading Account Adjustments and Other Adjustments	-449	-454	-506	-57	12.7
Total Net Current Expenditure	109,106	109,337	109,344	239	0.2
plus non-current expenditure					
Capital financing ^(b)	4,239	4,647	4,688	449	10.6
Capital expenditure charged to Revenue Account (CERA)	1,994	1,617	1,626	-368	-18.5
Flexible use of Capital Receipts	-151	-177	-158	-7	4.4
Bad debt provision	162	161	164	2	1.2
Flood defence payments to Environment Agency	36	36	36	-1	-1.6
Private Finance Initiative (PFI) schemes - difference from service charge	-30	-18	-25	5	-16.8
Appropriations to(+)/ from(-) financial instruments adjustment account	-25	-179	-180	-155	630.6
Appropriations to(+)/ from(-) unequal pay back pay account	-30	-105	-105	-75	253.8
less interest receipts	1,169	1,503	1,507	338	28.9
less specific grants outside AEF ^(d)	20,478	19,081	19,127	-1,352	-6.6
less Business Rates Supplement less Community Infrastructure Levy (CIL)	285 276	271 269	271 317	-14 41	-4.9 14.8
less Carbon Reduction Commitment	-12	-8	-8	41	-34.6
·····					
Revenue Expenditure ^(e)	93,104	94,203	94,226	1,123	1.2

(a) Net of sales, fees and charges and net of recharges and funding from other local authorities or delivery bodies such as from the NHS (eg the Better Care Fund). The RSX table shows this within the 'Other income' as well as local authority gross expenditure.

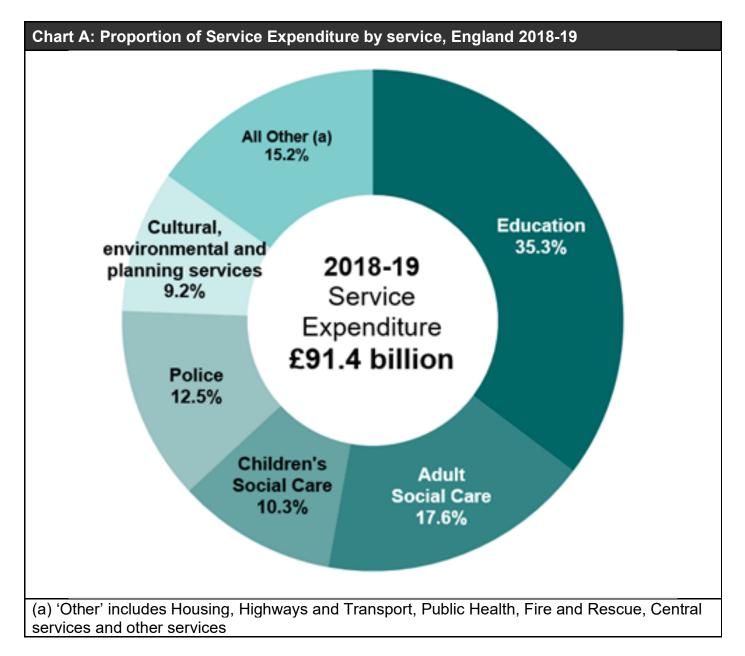
(b) Includes provision for repayment of principal, leasing payments, external interest payments and HRA item 8 interest payments and receipts.

(c) Adjustments permitted by regulation to the revenue account charges for financial instruments.

(d) Aggregate External Finance; see Definitions.

(e) Components of revenue expenditure do not sum exactly due to several residual imbalances totalling £50m.

Chart A illustrates proportions of expenditure by Service. Education and Social Care services combined continue to represent over half of all local authority service expenditure.



Housing benefits

Although not part of Service Expenditure, Housing Benefits are a large component of total local authority spending. Paid by local councils to help individuals currently on low incomes help pay for rents for both private and social housing, these are financed through subsidies from the Department for Work and Pensions (DWP). Housing Benefits expenditure decreased by £1.3 billion (-7.0%) to £17.8 billion in 2018-19. There was a corresponding decrease in subsidies received by local authorities, and this is reflected in the 'Grants outside Aggregate External Finance (AEF)' category. These changes are the result of the transition to Universal Credit.

Expenditure and income

Expenditure lines in the summary tables, such as in 'Total Service Expenditure' and each of the individual service areas, are net current expenditure i.e. expenditure minus relevant income as follows:

- 'Total expenditure', collected as the amounts spent on running expenses and employees costs, minus
- 'Total income' for each area, comprising of income from Sales, Fees and Charges and Other Income (including lottery funding, joint arrangements and additional applied for grants not part of central government funding).

Further details on these can be found in the Service Expenditure Summary (RSX) table associated with the release. Table 3 shows figures for each service line for the Total (gross) Expenditure and Total Income (from both sales, fees and charges, and from transfers from other local authorities and other delivery bodies).

Breaking down the differences presented in the service totals table into these components can show whether a net decrease in spend in a specific service area is largely due to a decrease in expenditure or an increase in these forms of income.

Table 3: Expenditure, income and total service expenditure, England, 2017-18 and 2018-19								
				£ million				
		2017-18		2018-19		Change		
	Total Expenditure	Total Income	Total Expenditure	Total Income	Total Expenditure	Total Income		
Education	36,397	4,132	36,314	4,080	-83	-52		
Highways and transport	7,427	3,430	7,431	3,574	4	144		
Childrens Social Care	9,553	719	10,141	766	589	47		
Adult Social Care ^(a)	21,628	6,298	22,613	6,536	984	238		
Public Health	3,541	176	3,431	153	-111	-23		
Housing (excluding HRA ^(b))	2,987	1,451	3,168	1,495	181	44		
Cultural	3,546	1,324	3,569	1,368	23	44		
Environmental	6,890	2,000	7,019	2,011	128	11		
Planning and development	2,599	1,418	2,673	1,447	74	29		
Police	12,352	1,188	12,669	1,243	317	56		
Fire and rescue	2,088	116	2,132	127	44	12		
Central	11,350	8,285	11,251	8,240	-99	-45		
Other	373	393	384	336	11	-56		
Total Service Expenditure	120,733	30,930	122,794	31,377	2,061	447		

(a) Further aggregates of Adult Social Care Expenditure can be found in NHS Digital's Adult Social Care - Activity and Finance Report (https://digital.nhs.uk/data-and-information/publications/statistical/adult-social-care-activity-and-finance-report/2018-19, published 22 October 2019).

(b) Housing Revenue Account.

Revenue Expenditure Financing

This section outlines the key sources of funding available to local authorities to finance their spending and how these differ for 2018-19 compared to 2017-18.

Any income authorities received from sales, fees and charges, levies and interest receipts and grants passed on to a third party has been accounted for and netted out in the expenditure figures presented in the previous chapter.

The main sources of funding available to finance revenue expenditure are locally retained business rates, Council tax, government grants and the use of held financial reserves.

	£ million	£ million		
	Net current expenditure 2017-18	Net current expenditure 2018-19	Change £m	Change %
Revenue expenditure ^(a)	93,104	94,226	1,123	1.2
Financed by:				
Government Grants	50,457	48,076	-2,381	-4.7
of which:				
Specific grants inside AEF ^(b) including:	39,330	39,549	220	0.6
Dedicated Schools Grant (DSG)	26,516	26,462	-54	-0.2
Public Health Grant ^(c)	3,090	3,011	-79	-2.5
Pupil Premium Grant	1,409	1,332	-77	-5.4
NewHomes Bonus	1,212	941	-271	-22.3
Local Services Support Grant (LSSG)	35	22	-13	-36.6
Revenue Support Grant ^(d)	3,978	1,379	-2,599	-65.3
Police grant	7,114	7,125	11	0.2
Council tax requirement	27,641	29,563	1,922	7.0
Retained income from Business Rate Retention Scheme ^(d)	15,162	17,973	2,811	18.5
Appropriations to(-) / from (+) revenue reserves	-630	-1,878	-1,248	198.1
Council tax collection fund surplus (+) / deficit (-) ^(e)	474	403	-70	-14.8
Other items	-	110	-	-

(a) Components of revenue expenditure do not sum exactly due to several residual imbalances totalling £21m.

(b) Specific grants inside AEF also includes grants The Private Finance Initiative (PFI), Education Services Grant, GLA Transport Grant, Universal Infants Free School Meals, Housing Benefit Subsidy and Council Tax Support Admin Grant, Adult Social Care Implementation and all Other grants inside AEF. Please see the Specific and Special Revenue Grants (RG) data tables for more detail.

(c) Public Health Grant allocations for the Metropolitan Districts of Greater Manchester are not reflected due to the devolution deal for the Greater Manchester area.

(d) In 2017-18 and 2018-19, a number of authorities piloted 100% business rates retention, details can be found here: https://www.gov.uk/government/collections/final-local-government-finance-settlement-england-2018-to-2019

(e) Council Tax collection fund surplus/deficit includes 'Inter-authority transfers in respect of reorganisation', and the net collection fund surpluses/deficits from the previous year.

Revenue Expenditure financing

Table 5 shows funding of revenue expenditure in terms of government grants and locally retained income (retained income from rate retention scheme and council tax) since 2013-14. The table also shows whether overall local authorities have made net appropriations to or from reserves.

Since 2013-14 local authorities have been financing more of their expenditure from locally retained income, although the majority of spend is still financed from central government grants.

From 2014-15 onwards local authorities have been more reliant on locally retained income because business rates moved from being a centrally redistributed function to one where authorities retain a percentage of what they collect. The ratio of grant income to local retained income has fallen from 65.4%:34.6% in 2013-14 to 50.3%:49.7% in 2018-19.

Central government grants financed £48.1 billion this year. The grants comprise all direct grants to local government ('Specific grants inside AEF'), Revenue Support Grant (which is determined as part of the Local Government Finance Settlement), Local Services Support Grant (LSSG) and Police Grant.

- Specific grants inside aggregate external finance increased from £39.3 billion in 2017-18 to £39.5 billion in 2018-19. Dedicated Schools Grant accounted for 66.9% of these types of grants.
- Compared to 2017-18, Revenue Support Grant (RSG) decreased by £2.6 billion, and retained income from Business Rates Retention increased by £2.8 billion. This follows from the business rates 100 per cent retention pilot scheme, and some of the decrease in grant is attributable to this. Details of the scheme can be found here: <u>https://www.gov.uk/government/collections/final-local-government-finance-settlementengland-2018-to-2019</u>

Council tax requirement was £29.6 billion in 2018-19 which is 7.0% higher than the £27.6 billion in 2017-18. This increase is the result of the combination of growth in tax base and in levels of council tax. Councils that deliver social care services were allowed under the Adult Social Care Precept to raise their bills by an additional 3% above the standard referendum threshold.

Table 5: Financing of revenue expenditure, England, since 2013-14

		£ million				£ million			£ million
	C	Centrally distribut	ed income	Locally re					
	-			Retained income					Council Tax
				from Business		Locally			Collection Fund
	Revenue	Government	% of	Rate Retention	Council	retained	% of	Use of	Surplus and
	Expenditure ^(a)	Grants ^(b)	Total ^(c)	Scheme	Tax ^(d)	income	Total ^(c)	Reserves ^(e)	Other items
Outturn	1								
2013-14	96,419	64,578	65.4	10,719	23,371	34,090	34.6	-2,379	130
2014-15	5 95,943	61,312	63.5	11,331	23,964	35,295	36.5	-946	282
2015-16	6 94,533	57,090	60.9	11,855	24,734	36,589	39.1	394	459
2016-17	93,567	53,812	58.7	11,735	26,083	37,817	41.3	1,521	422
2017-18	3 93,104	50,457	54.1	15,162	27,641	42,803	45.9	-630	473
2018-19	94,226	48,076	50.3	17,973	29,563	47,536	49.7	-1,878	513

(a) Components do not sum exactly to revenue expenditure due to several residual imbalances totalling £21m.

(b) Includes 'Local Services Support Grant (LSSG)', 'Specific grants inside AEF', 'Revenue Support Grant' and 'Police Grant'. Since 2013-14 the specific grants inside AEF have included 'public health grant', 'local council tax support grant' and the 'central share of non-domestic rates'.

(c) As a percentage of total expenditure minus use of reserves and council tax collection fund surplus, which shows relative amount of locally retained and centrally distributed income.

(d) Since 2013-14 Council Tax has not included the 'local council tax support grant', this is now included in Government Grants.

(e) Use of Reserves includes all appropriations to (-) and from (+) the reserves. Tables 6 and 7 show that £776m of the £1.87bn increase in 2018-19 was due to the GLA.

Local Authority Financial Reserves

Reserves are funds set aside to finance future revenue spend. Increases in reserves may be due to a delay or cancellation of a project or an authority saving for future projects. Decreases to the levels therefore indicate when authorities are using funds set aside in previous years.

Table 6 shows the level of local authority revenue reserves since April 2014 and the end position for 2018-19. The Housing Revenue Account (HRA) also has reserves figures although these are not included in this table because these are separate from the General Fund Revenue Account (GFRA).

						£ million
			Non-r	ingfenced reserves		
		Public			Non-	
	Schools	Health	Other	Unallocated	ringfenced	Tota
	reserves	reserves	earmarked		Total	Reserves ^{(c}
At 1 April						
2014	2,419	207	17,200	4,454	21,653	24,279
2015	2,436	315	17,862	4,491	22,353	25,104
2016	2,344	260	17,626	4,390	22,016	24,620
2017	1,835	243	16,934	4,182	21,116	23,195
2018	1,596	235	17,711	4,261	21,972	23,935
At 31 March						
2019	1,612	236	19,710	4,265	23,974	25,814
Changes in 2018-19 ^(a)						
Movements to (+) and from (-) reserves	16	0	1,998	4	2,002	1,879
as a percentage of 1 April 2018	1.0%	0.2%	11.3%	0.1%	9.1%	7.9%
England reserves exclu	ding Greater Lon	don Authority ^(b)				
Movements to (+) and rom (-) reserves	16	0	1,190	36	1,226	1,103
as a percentage of 1 April 2018	1.0%	0.2%	7.4%	0.9%	6.1%	5.0%

(a) A small number of discrepancies in change in levels of reserves figures have yet to be resolved, therefore the figure for total movements to/from reserves in this table is very slightly different from that in tables 4, 5 and 7a.

(b) This total excluding the Greater London Authority is shown since the GLA made a net addition to its revenue account reserves of £776m, much of which was attributed to the refinancing of Elizabeth line rolling stock.

(c) Total reserves includes a new category of Dedicated Schools Grant reserves which was introduced in this return in 2019, which is not shown separately in this table. It had previously been collected and continues to be collected in the Department for Education's Section 251 returns, available from: https://www.gov.uk/government/collections/section-251-materials. In keeping with past recording, local authorities may record a negative reserve against this item, if spend to date has exceeded grant.

The total of all local authorities' general fund revenue account reserves increased by £1.88 billion from £23.9 billion at 1 April 2018 to £25.8 billion at 31 March 2019.

The aggregate change within non-ringfenced reserves was an increase of $\pounds 2.0$ billion. Much of this increase is driven by a net increase of $\pounds 776m$ in the Greater London Authority's revenue reserves, largely due to Transport for London's refinancing of rolling stock for the Elizabeth Line. Thus, when excluding the GLA, total net additions to non-ringfenced reserves was $\pounds 1.2$ billion in 2018-19.

12 Revenue Expenditure and Financing, 2018-19 Final Outturn, Statistical Release

Use of reserves by class of authority

While the overall net addition to reserves was higher in 2018-19 (+ \pm 1.1 billion excluding the GLA, compared to \pm 632 million in 2017-18), there remains substantial variations among local authorities with 165 (37%) making a net use of reserves during 2018-19, and this continuing to be lower across Shire Districts (29%) than for other classes of authority.

Table 7a shows the net change to/from reserves by class of local authority and table 7b shows the number and proportion of local authorities by class which made net use of their reserves.

	Appropriatio	ns to (+)/from (-) total revenue r	eserves
£ million	2015-16	2016-17	2017-18	2018-1
England	-394	-1,523	630	1,87
Class of authority (number of authorities)				
Shire Counties (27)	-188	-378	72	26
Metropolitan Districts (36)	3	-388	165	12
Unitary Authorities (56)	94	-254	101	18
London Boroughs (33)	-63	-359	63	31
Shire Districts (201)	263	203	253	25
Greater London Authority (1)	-457	-396	-2	77
Other Authorities (90) ^{(a) (b)}	-45	48	-22	_4

(a) Includes Police and Crime Commissioner Authorities, Fire Authorities, Combined Authorities, Waste Authorities, Transport Authorities and National Park Authorities. Due to authority mergers and the creation of new combined authorities in 2016-17 the number of other authorities varies across years.

(b) The number of Other Authorities has varied slightly over the years due to authorities combining and submitting separate returns for their Fire and Police. 2015-16 (90), 2016-17 (92), 2017-18 (91), 2018-19 (90).

Table 7 (b): Net use of reserves by class of authority, England, 2015-16 to 2018-19

	Number and	i piopo	11011 (78) 01 aut	inonities i	naking	j net use	Unesei	163
	All authorities	201	5-16	201	6-17	201	7-18	2018	-19
England	444	181	41%	221	50%	180	40%	165	37%
Class of authority									
Shire Counties	27	18	67%	22	81%	12	44%	13	48%
Metropolitan Districts	36	19	53%	29	81%	16	44%	16	44%
Unitary Authorities	56	27	48%	36	64%	24	43%	21	38%
London Boroughs	33	20	61%	26	79%	15	45%	13	39%
Shire Districts	201	47	23%	64	32%	55	27%	58	29%
Greater London Authority	1	1	100%	1	100%	1	100%	0	0%
Other Authorities (a) (b)	90	49	53%	43	47%	57	63%	44	49%

Number and proportion (%) of authorities making net use of reserves

(a) Includes Police and Crime Commissioner Authorities, Fire Authorities, Combined Authorities, Waste Authorities, Transport Authorities and National Park Authorities. Due to authority mergers and the creation of new combined authorities in 2016-17 the number of other authorities varies across years.

(b) The number of Other Authorities has varied slightly over the years dyue to authorities combining and submitting separate returns for their Fire and Police. 2015-16 (90), 2016-17 (92), 2017-18 (91), 2018-19 (90).

Accompanying tables

Accompanying dropdown tables presenting detailed revenue expenditure and financing figures for 2018-19 for all local authorities are available to download alongside this release.

These tables present all revenue information, by local authority, in a similar format as returned to the Ministry for Housing, Communities and Local Government. These data form the basis of the tables in this release.

These are available here: <u>https://www.gov.uk/government/collections/local-authority-revenue-expenditure-and-financing</u>

Description	Form
Revenue Outturn Summary Service Expenditure Summary	RS RSX
Specific and Special Revenue Grants	RG
Education Services	RO1
Highways and Transport Services	RO2
Social Care and Public Health	RO3
Housing Services	RO4
Cultural, Environmental, Regulatory and Planning Services	RO5
Protective, Central and Other Services	RO6
Trading Services Revenue Account	TSR

Estimates from the Subjective Analysis Return (SAR), which is completed by a sample of authorities in England, will be published in due course. These are not presented as a drop down table as this information is grossed to produce England level estimates.

Definitions

The most relevant terms for this release are explained below.

Aggregate External Finance

This is the total amount of grant provided to finance all local government expenditure, excluding that subject to separate arrangements under statutory schemes, rent allowances and rebates and council tax benefit, which are funded by specific grants outside Aggregate External Finance.

Central Government Grants

The biggest source of funding that local authorities receive is from central government. This is made up from 'specific' grants and a general grant (also called the Revenue Support Grant). Central government grant money pays for capital projects, such as roads or school buildings, as well as revenue spending, such as the cost of maintaining council housing and running services, including employee wages.

Central Services

These are services organised on a corporate basis that support the delivery of services to the public. Central services include building costs, administration and IT.

Council Tax Requirement

The amount of revenue a local authority needs to raise through council tax, (its council tax requirement) is calculated by deducting from its planned spending any funding from reserves, income it expects to raise, and funding it will receive from the Government.

Current expenditure

This is the cost of running local authority services within the financial year. This includes the costs of staffing, heating, lighting and cleaning, together with expenditure on goods and services consumed within the year. This expenditure is offset by income from sales, fees and charges and other (non-grant) income, which gives total **net current expenditure**. Total net current expenditure also includes payments made by local authorities on behalf of central government, under statutory schemes and the payment of rent allowances and rebates. Such payments are fully funded by central government through specific grants outside **Aggregate External Finance**.

Dedicated Schools Grant (DSG)

There was a change in the funding of specific and formula grants in 2006-07 largely due to changes in the way that expenditure on schools is funded. From 2006-07, local authorities receive school funding through specific grant rather than funding previously included in formula grant.

Funding through the Settlement Grant

This the main channel of government funding. This includes: **Retained income from the Rate Retention Scheme**, **Revenue Support Grant**, and Police grant. The distribution is determined by the Formula spending shares formulae, also taking account of authorities' relative ability to raise council tax and the floor damping mechanism. There are no restrictions on what local government can spend it on.

Greater London Authority (GLA) Group

This includes the GLA (the Mayor of London and London Assembly) and it's five constituent functional bodies; the Mayor's Office for Policing and Crime (MOPAC), the London Fire Commissioner (LFC), Transport for London (TfL), the London Legacy Development Corporation (LLDC) which administers Queen Elizabeth Olympic Park and the Old Oak and Park Royal Development Corporation (OPDC). Transactions in their General Fund Revenue Account are reported by the GLA and the five functional bodies as a group.

Housing Revenue Account

The HRA is a local authority statutory account, it contains all the spending and income related to the housing stock owned by the council.

Mandatory Housing Benefit

This is financial help given to local authority or private tenants whose income falls below the prescribed amounts as required by law. This usually consists of mandatory Rent Allowances and mandatory Rent Rebates, to HRA and non-HRA tenants.

Net Current Expenditure see Current Expenditure

Reserves

These are sums set aside to finance future spending for purposes falling outside the definition of a provision. Reserves set aside for stated purposes are known as earmarked reserves.

Non-ringfenced revenue reserves comprise of unallocated reserves and other earmarked reserves. Local authorities often earmark reserves to meet known financial commitments and to mitigate known risks. As reserves of this type cannot be used without putting wider service delivery at risk, most local authorities will have significantly lower usable revenue reserves than their non-ringfenced revenue reserves balance would imply. It is not possible to identify usable revenue reserves in the current release.

Retained income from the Business Rate Retention Scheme (BRRS)

This is expected retained non-domestic rate income after payment of central share, major precepting shares and any tariff, top up, levy or safety net payments. In 2017-18 and 2018-19, a number of authorities piloted 100% business rates retention, details can be found here: https://www.gov.uk/government/collections/final-local-government-finance-settlement-england-2018-to-2019. In 2019-20, a number of authorities piloted 75% rate retention in line with Government's approach on BRRS reform. Details can be found here: https://www.gov.uk/government/collections/final-local-government-finance-settlement-england-2018-to-2019. In 2019-20, a number of authorities piloted 75% rate retention in line with Government's approach on BRRS reform. Details can be found here: https://www.gov.uk/government/collections/final-local-government-finance-settlement-england-2019-to-2020

Revenue expenditure

Revenue expenditure involves accounting for other current expenditure in addition to service expenditure and non-current expenditure. Other current expenditure includes housing benefits paid

to residents, any money passed down to parish councils through local precepts and any additional levies and adjustments charged during the year. It excludes expenditure financed by grants outside **Aggregate External Finance**. Revenue expenditure is financed by grants inside Aggregate External Finance, council tax and authorities' reserves.

Revenue Support Grant

A general grant now distributed as part of **Funding through the Settlement Grant**.

Specific Grants inside AEF

These are revenue grants which are paid to local authorities by individual government departments, for which the local authority has sole responsibility for decisions on how the grant is allocated. The main purpose for the provision of these grants is to deliver core local authority services.

Specific Grants outside AEF

These are revenue grants, which are paid to local authorities by individual government departments. However, the local authority usually only acts as the 'middle person', as the grants are passed over to a third party who administers the service. The local authority does not normally have any control over the service for which the grant was intended for. This responsibility rests solely with the third party that receives the grant.

Technical notes

Symbols

- ... = not available
- 0 = zero or negligible
- = not relevant
- || = discontinuity
- (R) = revised since the last statistical release

Rounding

Where figures have been rounded, there may be a slight discrepancy between the total and the sum of constituent parts.

Data collection

Survey design for collecting Revenue Account data in 2018-19

All local authorities in England were required to complete the Revenue Outturn (RO) suite of forms to show all transactions for the 2018-19 financial year related to the general fund revenue account. This includes net current expenditure, capital charges and also elements that finance net current expenditure, which includes; levy payments, interest receipts, central government grants, use of reserves, council tax and other non-current expenditure items.

The figures requested cover local authority revenue expenditure and financing for the financial year 1 April 2018 to 31 March 19. These are on a non-International Accounting Standard 19 (IAS19) and PFI "Off Balance Sheet" basis.

Data quality

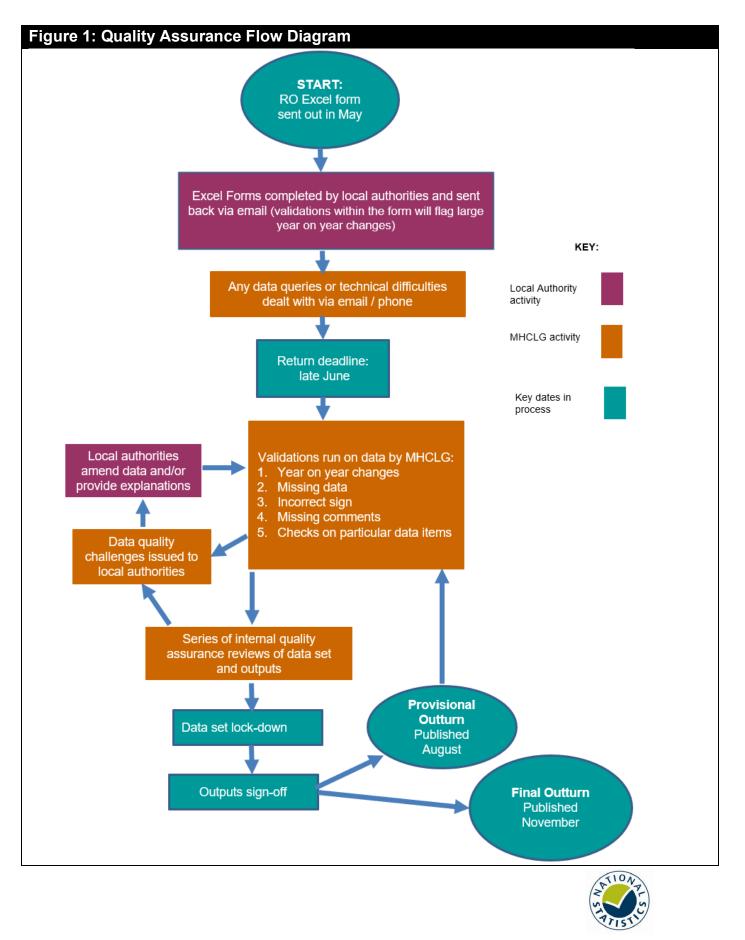
This Statistical Release contains National Statistics and, as such, has been produced to the high professional standards set out in the Code of Practice for Official Statistics. National Statistics products undergo regular quality assurance reviews to ensure that they meet customer demands.

The information for 2018-19 in this release is derived from Ministry of Housing, Communities and Local Government (MHCLG) Revenue Outturn (RO) forms and is based on returns from all local authorities in England. When authorities are unable to submit information is grossed using a combination of information available for the current year budget data. Figures are subjected to rigorous pre-defined validation tests both within the form itself, while the form is being completed by the authority and also by the Ministry of Housing, Communities and Local Government as the data are received and stored.

A full outline of the statistical production process and quality assurance carried out is provided in

18 Revenue Expenditure and Financing, 2018-19 Final Outturn, Statistical Release

the flow chart in Figure 1.



National Statistics Status

The UK Statistics Authority has designated these statistics as National Statistics, in accordance with the Statistics and Registration Service Act 2007 and signifying compliance with the Code of Practice for Official Statistics. Designation can be broadly interpreted to mean that the statistics: meet identified user needs; are well explained and readily accessible; are produced according to sound methods, and are managed impartially and objectively in the public interest. Once statistics have been designated as National Statistics it is a statutory requirement that the Code of Practice shall continue to be observed.

National Statistics status means that our statistics meet the highest standards of trustworthiness, quality and public value as set out in the Code of Practice for Statistics. It is the Ministry of Housing Communities and Local Government's statisticians' responsibility to maintain compliance with these standards.

The continued designation of these statistics as National Statistics was confirmed in April 2012 following an assessment by the UK Statistics Authority.

The statistics last underwent a full assessment (<u>https://www.statisticsauthority.gov.uk/wp-content/uploads/2015/12/images-assessmentreport97englishlocalauthoritycapitalexpenditureandreceiptsandrevenueexpenditureand financin_tcm97-39896.pdf</u>) against the Code of Practice for Statistics in 2011.

Since the latest review by the UK Statistics Authority, we have continued to comply with the Code of Practice for Statistics, and have made the following improvements:

- Improved the Data quality section of the statistical release, including a clear flow of quality assurance;
- Improved validations within the form and those sent to authorities after form processing;
- Made users aware of the differences between the equivalent statistics in other UK countries;
- We have been working closely with both NHS Digital and the Department for Education (DfE) to understand differences between figures in our publications on Adult and Children's social care, and as a result we have improved our validation methods and guidance.

Revisions policy

This policy has been developed in accordance with the UK Statistics Authority Code of Practice for Official statistics and the Ministry of Housing, Communities and Local Government Revisions Policy (found at: <u>https://www.gov.uk/government/publications/statistical-notice-dclg-revisions-policy</u>)

There are two types of revisions that the policy covers:

Non-Scheduled Revisions

Where a substantial error has occurred as a result of the compilation, imputation or dissemination process, the statistical release, live tables and other accompanying releases will be updated with a correction notice as soon as is practical.

Scheduled Revisions

Revised data will be published in the form of the Final Outturn update of this data set and statistical release. This is due for publication in November.

Uses of the data

Data in this Statistical Release are essential for providing the Secretary of State for Housing, Communities and Local Government, Ministers, HM Treasury and the Office for National Statistics with the most up to date and comprehensive information available on local authority revenue spending for decision making. They are used by the Office for National Statistics in compiling Public Sector Finances and National Accounts, which are used to set fiscal and monetary policy.

Data collected are an important source for the department to create evidence based policy, make financial decisions and answer parliamentary questions. They are used by local authorities and their associations, regional bodies, other government departments, academics, research organisations, members of the business community and the general public.

The release allows for trends in funding for different local authority services and types to be identified over a period of years when compared with previous releases. Local authorities can also compare their own spending with the aggregated figures presented here or with the equivalent data for individual local authorities. However, caution should be taken in comparing figures across years prior to 2013-14 due to changes in responsibilities. A number of changes to local government expenditure and financing which have an impact on the figures in this release:

Education Services; expenditure on education services is not comparable to previous years due to a number of schools changing their status to become academies, which are centrally funded rather than funded by local authorities. As a result of this discontinuity, revenue expenditure is not comparable over time.

Children's Social Care; local authority expenditure on 'services to young people' moved from education services to children's social care services in 2014-15, therefore total net current expenditure on children's social care is not comparable between 2013-14 and the years beyond.

Public Health Grant; the Health and Social Care Act 2012 transferred substantial duties to local authorities from 2013-14 to protect and improve the public's health and reduce health inequalities. Local Authorities were given a ring-fenced grant to improve outcomes for the health and wellbeing of their local populations through Public Health England.

Business Rates Retention; From April 2013 local authorities, except police authorities, could retain a share of their business rates and keep the growth of that share, this impacted the amount of business rates authorities retained in 2013-14. In addition to this, some authorities piloted 100% business rates retention schemes in 2017-18 and 2018-19. More information on Business Rates pilots can be found at www.gov.uk/government/collections/final-local-government-finance-settlement-england-2018-to-2019 and <a href="http://www.gov.uk/government/speeches/final-local-government-finance-settlement-england-2018-to-2020-written-statement-statement-england-2019-to-2020-written-

User engagement

Users are encouraged to provide feedback on how these statistics are used and how well they meet user needs. Comments on any issues relating to this statistical release are welcomed and encouraged. Responses should be addressed to the "Public enquiries" contact given in the "Enquiries" section below.

The Ministry's engagement strategy to meet the needs of statistics users is published here: <u>https://www.gov.uk/government/publications/engagement-strategy-to-meet-the-needs-of-statistics-users</u>

MHCLG engages with the Central and Local Government Information Partnership Finance (CLIP-F) group, which is a consultative group made up of other government departments, local authorities and stakeholders to consider the collection, presentation and analysis of data on local government finance. To ensure users are made aware of significant changes and adjustments to Local Government Finance forms papers are tabled, discussed and published.

Comments and feedback from end users for further improvement or about your experiences with this product will be welcomed. Please send all views to: <u>lgf1.revenue@communities.gov.uk</u>

²² Revenue Expenditure and Financing, 2018-19 Final Outturn, Statistical Release

Notes

This Statistical Release and previous publications can be accessed from: https://www.gov.uk/government/collections/local-authority-revenue-expenditure-and-financing

Timings of future releases can be found at: <u>https://www.gov.uk/government/organisations/ministry-of-housing-communities-and-local-government/about/statistics#forthcoming-publications</u> and at: <u>https://www.gov.uk/government/statistics/announcements</u>

The CIPFA Finance and General Statistics publication also contains detailed information on local government finance.

Devolved administration statistics

Scotland, Wales and Northern Ireland have different local government structures and funding to those in England. Their finance statistics are therefore also different and cannot be meaningfully compared with the statistics for England. However, information on local government funding within the devolved administrations is available – some of the most useful sources are listed below.

Scotland:

- <u>The Scottish Local Government Finance Statistics</u>
- Local Government Finance: facts and figures 2013-14 to 2018
- Local Government Finance: Budget 2019-20 and provisional allocations to local authorities

Wales:

- local government finance
- revenue budgets and financing
- <u>central funding settlement</u>
- <u>CIPFA revenue statistics for England and Wales</u>

Ireland:

- <u>The Northern Ireland Audit Office</u>
- Overview of Local Authorities

Enquiries

Media enquiries: Tel: 0303 444 1209 Email: <u>newsdesk@communities.gov.uk</u>

Public enquiries and Responsible Statistician: Tel: 0303 44 42818 Email: <u>lgf1.revenue@communities.gov.uk</u>

Information about Official Statistics is available via the UK Statistics Authority website: <u>https://www.gov.uk/government/statistics/announcements</u>

Information about statistics at MHCLG is available via the Ministry's website: <u>www.gov.uk/government/organisations/department-for-communities-and-local-government/about/statistics</u>

© Crown copyright, 2019

Copyright in the typographical arrangement rests with the Crown.

You may re-use this information (not including logos) free of charge in any format or medium, under the terms of the Open Government Licence. To view this licence visit <u>http://www.nationalarchives.gov.uk/doc/open-government-licence/version/3/</u>

This document/publication is also available on our website at www.gov.uk/mhclg

If you have any enquiries regarding this document/publication, email <u>contactus@communities.gov.uk</u> or write to us at:

Ministry of Housing, Communities and Local Government Fry Building 2 Marsham Street London SW1P 4DF Telephone: 030 3444 0000 November 2019

For all our latest news and updates follow us on Twitter: https://twitter.com/mhclg